

City Council Introduction: **Monday**, April 24, 2006
Public Hearing: **Monday**, May 1, 2006, at **1:30 p.m.**

Bill No. 06R-84

FACTSHEET

TITLE: A Resolution approving and adopting a proposed **amendment** to the **LINCOLN CENTER REDEVELOPMENT PLAN**, requested by the Director of the Urban Development Department, for the establishment of the QO1214 Downtown Civic Plaza Project Area covering four city blocks generally bounded on the north by "Q" Street, on the west by 14th Street, on the south by "O" Street and on the east by 12th Street.

STAFF RECOMMENDATION: A finding of conformance with the Comprehensive Plan.

SPONSOR: Planning Department

BOARD/COMMITTEE: Planning Commission
Public Hearing: Consent Agenda: 03/29/06
Administrative Action: 03/29/06

RECOMMENDATION: A finding of conformance with the Comprehensive Plan (8-0: Carlson, Carroll, Cornelius, Esseks, Krieser, Larson, Sunderman and Strand voting 'yes'; Taylor absent).

FINDINGS OF FACT:

1. This proposed amendment proposes to establish the QO1214 Downtown Civic Plaza Project Area covering four city blocks generally bounded on the north by Q Street, on the west by 14th Street, on the south by O Street and on the east by 12th Street. The proposal includes the construction of a new mixed use public parking garage, development of a new downtown civic plaza and related streetscape and infrastructure improvements throughout the project area.
2. The staff recommendation to find the proposed **amendment** to the **Lincoln Center Redevelopment Plan** to be in conformance with the Comprehensive Plan is based upon the "Analysis" as set forth on p.3-4.
3. On March 29, 2006, this application appeared on the Consent Agenda of the Planning Commission and was opened for public hearing. No one came forward to speak.
4. On March 29, 2006, the Planning Commission agreed with the staff recommendation and voted 8-0 to find the proposed amendment to the Lincoln Center Redevelopment Plan to be in conformance with the 2025 Comprehensive Plan.

FACTSHEET PREPARED BY: Jean L. Walker

DATE: April 17, 2006

REVIEWED BY: _____

DATE: April 17, 2006

REFERENCE NUMBER: FS\CC\2006\CPC.06003 Redev Amend

LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for March 29th, 2006 PLANNING COMMISSION MEETING

PROJECT #: Comprehensive Plan Conformance No. 06003 **Date:** March 14, 2006

PROPOSAL: Amendment to Lincoln Center Redevelopment Plan for the establishment of the QO1214 Downtown Civic Plaza Project Area to determine conformity with the *Lincoln and Lancaster County 2025 Comprehensive Plan*.

CONCLUSION: The proposed amendment is in conformance with the Comprehensive Plan.

<u>RECOMMENDATION:</u>	Find that this request is in conformance with the Comprehensive Plan.
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GENERAL INFORMATION:

LOCATION: An Area generally bounded on the north by "Q" Street, on the west by 14th Street, on the south by "O" Street, and on the east by 12th Street.

EXISTING ZONING: B-4 (Lincoln Center Business District).

EXISTING LAND USE: Mixed use district including residences, offices, retail, restaurants, parking lots, and entertainment.

HISTORY: The Lincoln Center Redevelopment Plan was first adopted in 1975 and has had more than 20 revisions for specific projects since its major update in 1985. Major benchmarks have been the 1993 revisions to approve parking structures, the Burnham Yates Conference Center, a childcare center, and the O Street Skywalk, utilizing proceeds from a bond issue of 1985. These smaller, incremental projects followed concepts summarized in the "Downtown Master Plan" of 1989. That plan revised the large retail mall proposed in the major update of 1985. In 2005 the current Downtown Master Plan was adopted and identifies this area as a Civic Square and one of the major destinations on the "P" Street Primary Retail Corridor.

COMPREHENSIVE PLAN SPECIFICATIONS:

The 2025 Comprehensive Plan identifies this area as Commercial

The 2005 Downtown Master Plan identifies this area as Primary Retail Corridor.

"Maximize the community's present infrastructure investment by planning for residential and commercial development in areas with available capacity." (P. F-17)

"Encourage mixed-use redevelopment, adaptive reuse, and in-fill development including residential, commercial, and retail uses. These uses may develop along transit routes

and provide residential opportunities for persons who do not want or cannot drive an automobile.” (P. F-18)

“The City should preserve and enhance Downtown’s role as:

- the major office and service employment center of the City*
- the City’s principal cultural and entertainment center*
- the City’s financial center*
- specialty retail geared toward employees, area residents, convention visitors and University population” (P. F-48)*

“Encourage renovation and reuse of existing commercial centers. Infill commercial development should be compatible with the character of the area and pedestrian oriented.” (P. F-49)

“Encourage efforts to find new uses for abandoned, under utilized or “brownfield” sites that are contaminated.” (P. F-49)

ANALYSIS:

1. This is a request to review a proposed amendment to the Lincoln Center Redevelopment Plan for a determination of conformity with the Comprehensive Plan. The amendment covers an area generally extending between 12th and 14th Streets, from O St. on the south to Q St. on the north. The boundaries of the area are set forth more specifically on the attached map.
2. The amendment would accommodate two redevelopment projects—a new multi-story mixed use/public parking garage at the SW corner of 14th and Q Streets and development of a new downtown civic plaza on the NE corner of 13th and P Streets. These projects would include public streetscape and infrastructure improvements within the amendment area.
3. The Lincoln Center Redevelopment Plan was first developed in 1975 to encourage retail revitalization and has been amended many times since. A major update was adopted in 1985 recommending a large retail mall and a \$12,000,000 bond issue was approved by voters at that time. Emphasis shifted to smaller, incremental redevelopment efforts, as summarized in “Downtown Master Plan” of 1989. A series of initiatives was approved in 1993 utilizing the 1985 bonds including parking structures, the Burnham Yates Conference Center, a childcare center, and O St. Skywalk. Subsequent redevelopment projects over the past ten years were included by amendment of the Lincoln Center Redevelopment Plan: Cornhusker Square, Lincoln Star Building, Old Federal Building, Lincoln Mall, and Haymarket 7th & 8th Street Core Redevelopment Projects. The 2005 “Downtown Master Plan” highlights the development of a retail corridor along P Street from Centennial Mall to 9th Street.

4. The QO1214 Downtown Civic Plaza Project would generate Tax Increment Financing from private development in the project area to be used in conjunction with Parking Revenue bonds and Land Acquisition Funds to pay for public improvements including construction of a new public parking garage and civic plaza, new curbing, sidewalks, street lights, street furniture, plantings and irrigation equipment.
5. The *Lincoln and Lancaster County 2025 Comprehensive Plan* acknowledges the community's longstanding efforts to protect and improve historic areas and specifically cites that "In districts such as Haymarket and downtown, the city uses its redevelopment powers to augment and help coordinate private efforts (p. E78).
6. The civic plaza portion of the project is discussed in the 2004 Downtown Master Plan as the City's Living Room (PP. 70-73), and the parking garage is identified as new retail supportive parking (P. 42).

Prepared by:

Sara S. Hartzell, Planner
441-6372, shartzell@lincoln.ne.gov

DATE: March 14th, 2006

APPLICANT: Marc Wuhlschleger
Director of Urban Development
808 "P" Street, Ste. 400
Lincoln NE 68508
(402) 441-7606

CONTACT: Urban Development Dept.
Dallas McGee
808 "P" Street, Ste. 400
Lincoln NE 68508
(402) 441-7857

COMPREHENSIVE PLAN CONFORMANCE NO. 06003

CONSENT AGENDA

PUBLIC HEARING & ADMINISTRATIVE ACTION

BEFORE PLANNING COMMISSION:

March 29, 2006

Members present: Carlson, Carroll, Cornelius, Esseks, Krieser, Larson, Strand and Sunderman; Taylor absent.

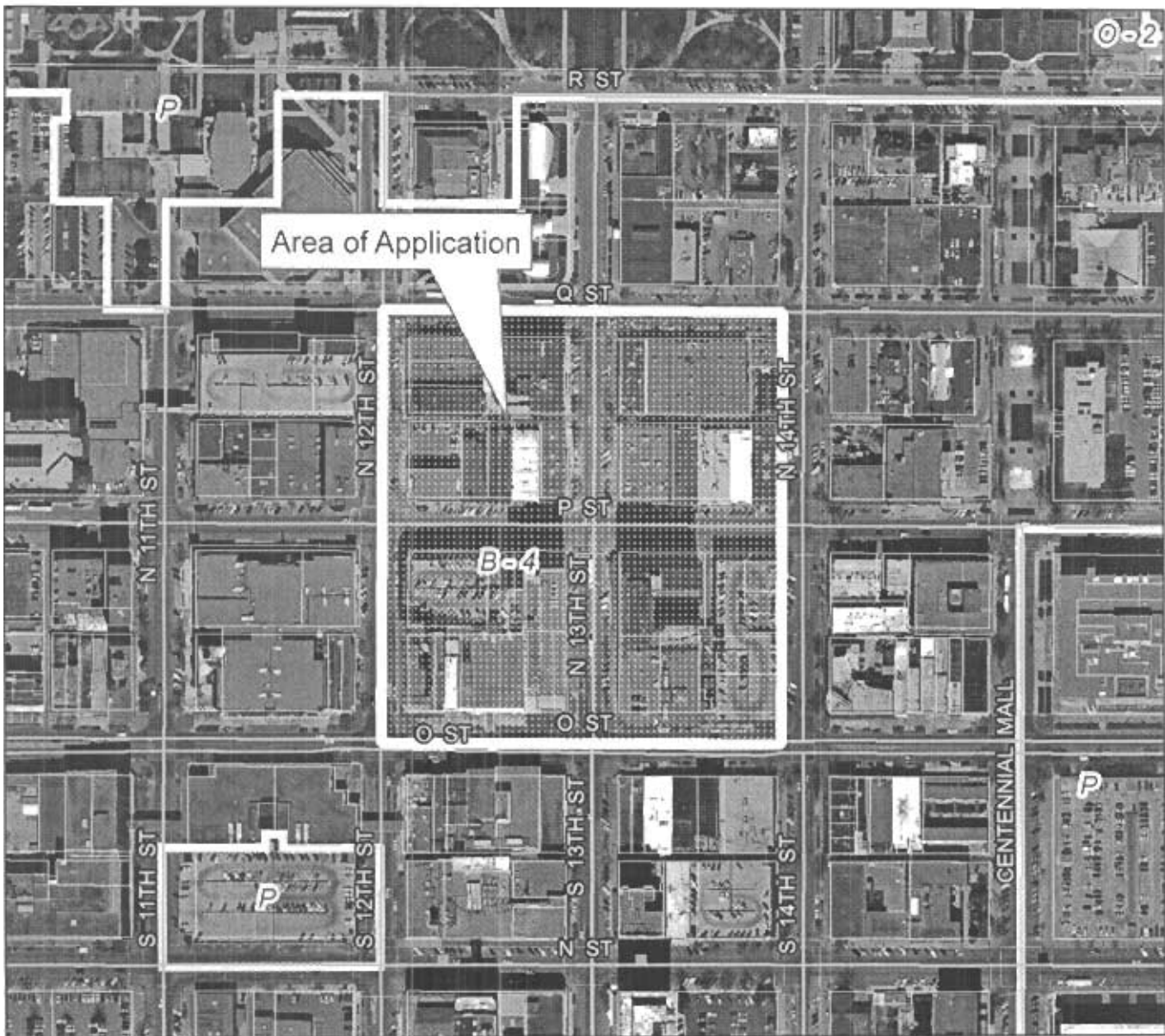
The Consent Agenda consisted of the following items: **SPECIAL PERMIT NO. 06011; COUNTY SPECIAL PERMIT NO. 06016; COUNTY SPECIAL PERMIT NO. 06017, Meadowlark Hills Community Unit Plan; SPECIAL PERMIT NO. 06015, COMPREHENSIVE PLAN CONFORMANCE NO. 06003, amendment to the Lincoln Center Redevelopment Plan; and COMPREHENSIVE PLAN CONFORMANCE NO. 06004, Declaration of Surplus Property.**

Ex Parte Communications: None.

Item No. 1.1, Special Permit No. 06011, and Item No. 1.3, County Special Permit No. 06017, Meadowlark Hills Community Unit Plan, were removed from the Consent Agenda and scheduled for separate public hearing.

Carroll moved to approve the remaining Consent Agenda, seconded by Strand and carried 8-0: Carlson, Carroll, Cornelius, Esseks, Krieser, Larson, Sunderman and Strand voting 'yes'; Taylor absent at time of vote.

Note: This is final action on Special Permit No. 06015, unless appealed to the City Council by filing a letter of appeal with the City Clerk within 14 days of the action by the Planning Commission.



2005 aerial

Comp. Plan Conformance #06003 12th - 14th & 'O' - 'Q' St.

Zoning:

R-1 to R-8	Residential District
AG	Agricultural District
AGR	Agricultural Residential District
R-C	Residential Conservation District
O-1	Office District
O-2	Suburban Office District
O-3	Office Park District
R-T	Residential Transition District
B-1	Local Business District
B-2	Planned Neighborhood Business District
B-3	Commercial District
B-4	Lincoln Center Business District
B-5	Planned Regional Business District
H-1	Interstate Commercial District
H-2	Highway Business District
H-3	Highway Commercial District
H-4	General Commercial District
I-1	Industrial District
I-2	Industrial Park District
I-3	Employment Center District
P	Public Use District

One Square Mile
Sec. 23 T10N R06E



Zoning Jurisdiction Lines

City Limit Jurisdiction





**CITY OF LINCOLN
NEBRASKA**

MAYOR COLEEN J. SENG

lincoln.ne.gov

Urban Development Department

Marc Wullschleger, Director

Haymarket Square

808 "P" Street

Suite 400

Lincoln, Nebraska 68508

402-441-7606

fax: 402-441-8711

February 15, 2006

Marvin Krout, Director

Lincoln / Lancaster County Planning Department

555 South 10th Street

Lincoln, NE 68508

Dear Marvin:

Enclosed please find a proposed amendment to the Lincoln Center Redevelopment Plan for the establishment of the QO1214 Downtown Civic Plaza Project Area. Once established, this project area would cover four city blocks between Q and O Streets and 12th to 14th Streets. This project will include construction of a new mixed use public parking garage, development of a new downtown civic plaza and related streetscape and infrastructure improvements throughout the project area.

Private development within the project area will generate Tax Increment Financing funds that will be used in conjunction with Parking Revenue bonds and Land Acquisition Funds to pay for the public improvements. Public infrastructure and streetscape improvements include the construction of a new public parking garage and civic plaza, new curbing, sidewalks, street lights, street furniture, plantings and irrigation equipment.

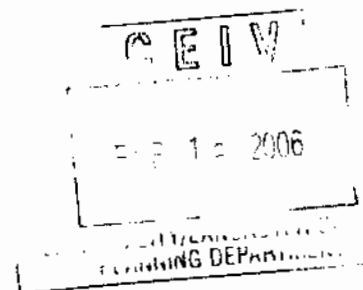
Please forward this amendment to the Lincoln Center Redevelopment Plan to the Lincoln / Lancaster County Planning Commission for consideration at their March 15th meeting. I would like to request a meeting with the staff person who is assigned to review this amendment. If you have any questions, please contact Dallas McGee at 441-7857.

Sincerely

Marc Wullschleger

Director

c Dallas McGee



2005 Downtown Master Plan

Exhibits of proposed Civic Square

Figure A: From *Public Realm Framework*, Page 71
Showing view of the entire area of
proposed QO1214 Downtown Civic Plaza
Project. Note parking facility shown on
upper right.

Figure B: From *Public Realm Framework*, Page 72
Showing detail view of Civic Square
with streetscape improvements along
N. 13th Street.

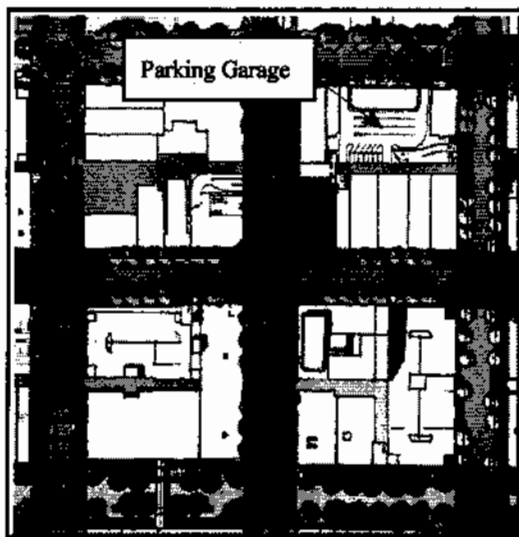


Figure A

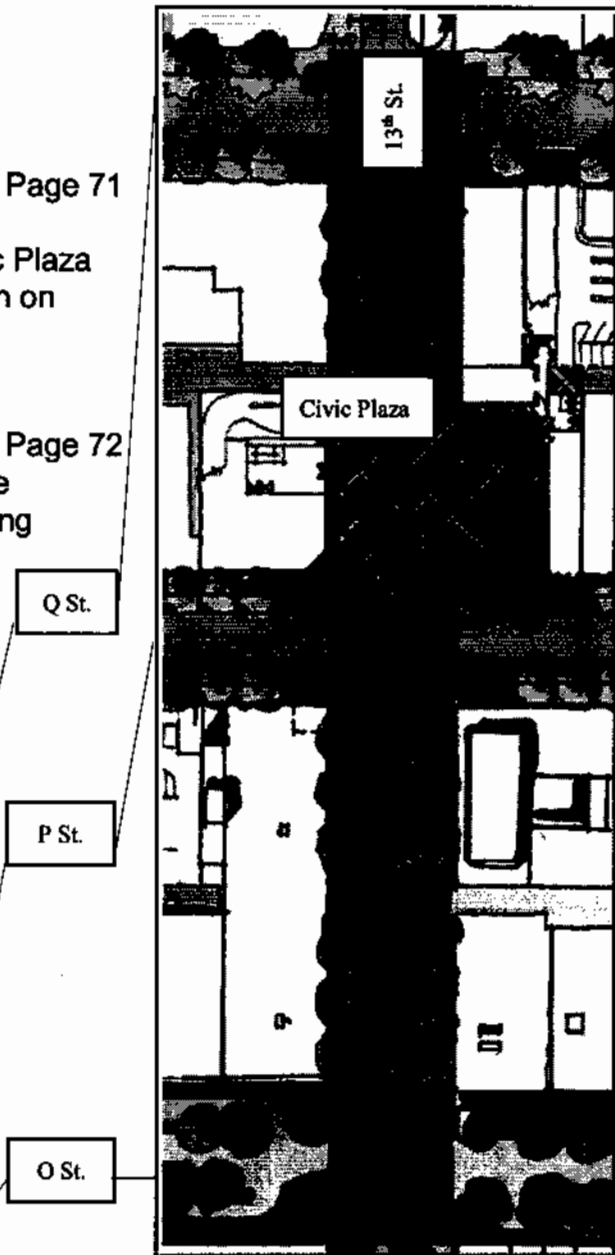


Figure B

Proposed Amendments to the Lincoln Center Redevelopment Plan for the QO1214 Downtown Plaza Redevelopment Project

N. QO1214 Downtown Plaza Redevelopment Project

1. Revitalization Project Description

The QO1214 Downtown Plaza Redevelopment Project area is bounded by 12th, 14th, O and Q Streets and incorporates all of blocks 37, 38, 39, and 40 of downtown Lincoln. Exhibit IV – 132 identifies this area.

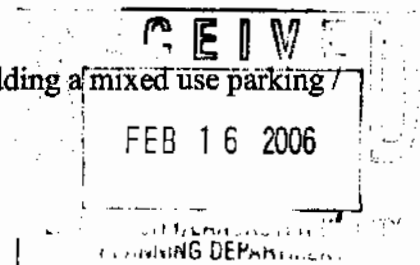
The existing land use in the QO1214 Downtown Plaza Project area consists of office, retail, service retail, food service, entertainment, covered parking (public and private), and residential. Exhibit IV - 133 identifies existing land use within the project area.

The goals of this project are to strengthen downtown Lincoln by developing a new public square and supporting streetscape enhancements by removing a blighted building, and the construction of mixed use public parking facility. These projects will remove blighted and substandard conditions and will contribute to the continued revitalization of downtown Lincoln by encouraging additional private reinvestment in this area. City support may include property acquisition, site preparation and remediation, property demolition, utility improvements, parking improvements and the construction of plaza and related streetscape amenities.

The project will support the revitalization of downtown through supporting the development of the P Street retail corridor as outlined in the recently adopted Downtown Master Plan and in previously adopted downtown redevelopment plans. Specifically, the improvements could include the construction of a public plaza at 13th and P on Block 38, streetscape improvements and roadway changes on 13th Street between O and Q Streets and the construction of a mixed use public parking facility at 14th and Q on Block 38. These improvements are intended to support private sector retail, commercial and / or residential development and amenities in this redevelopment area.

Publicly funded redevelopment activities could include demolition, site preparation and remediation, acquisition, parking garage construction, utility improvements and streetscape enhancements, including plaza treatments, expanded sidewalks, new curbs and gutters, plantings, and street furniture. These improvements correspond to several of the downtown redevelopment goals identified in Section III. The redevelopment project addresses these goals in the following ways:

- Encourages private redevelopment in and enhances the architectural character of downtown Lincoln
- Utilizes an underdeveloped lot / removes blight
- Supports the vision of a revitalized downtown by adding a mixed use parking / retail / commercial buildings at a key intersection



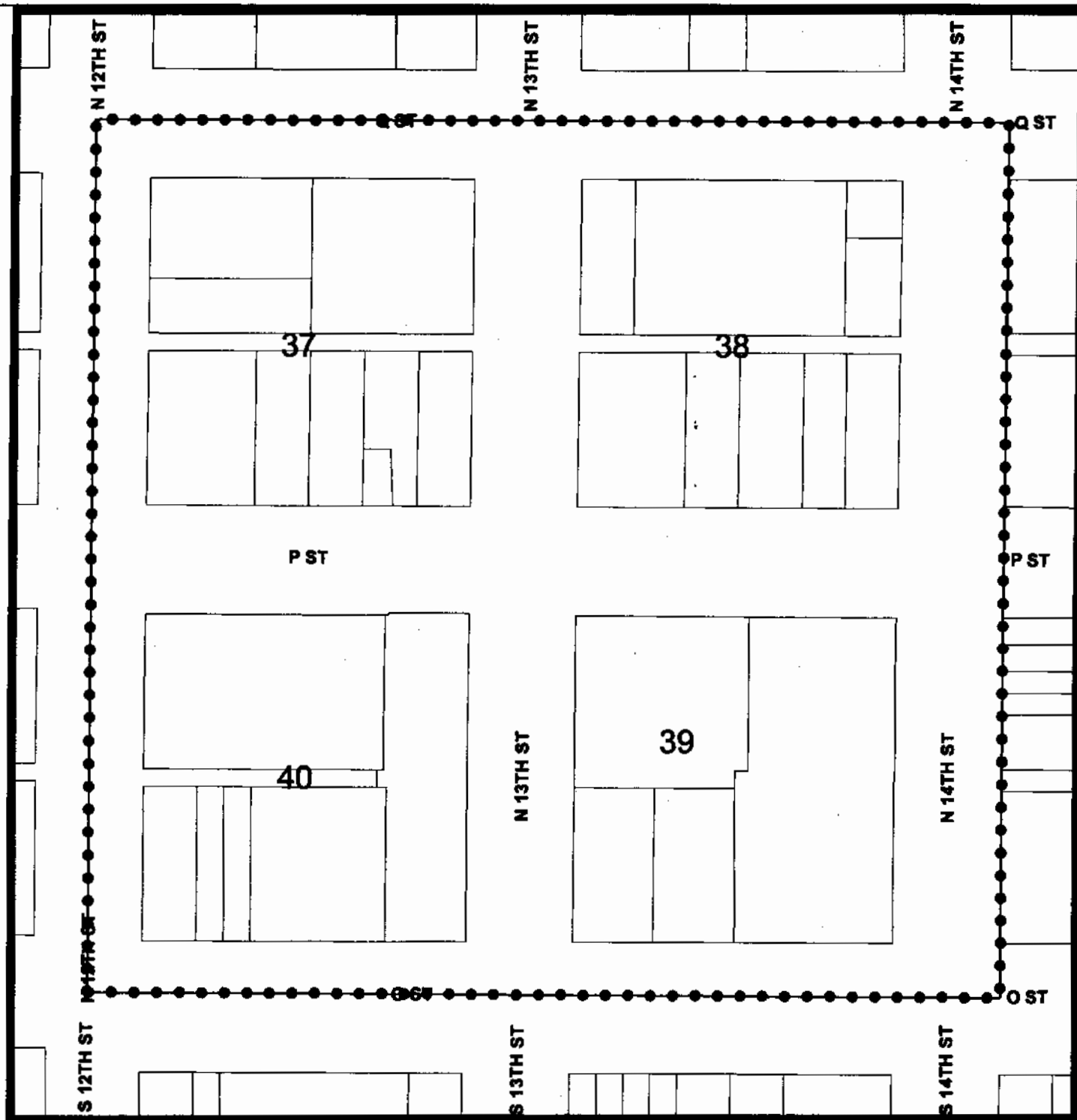


Exhibit IV - 132 Project Area
QO1214 Downtown Plaza Redevelopment Project

 QO1214 Project Boundary

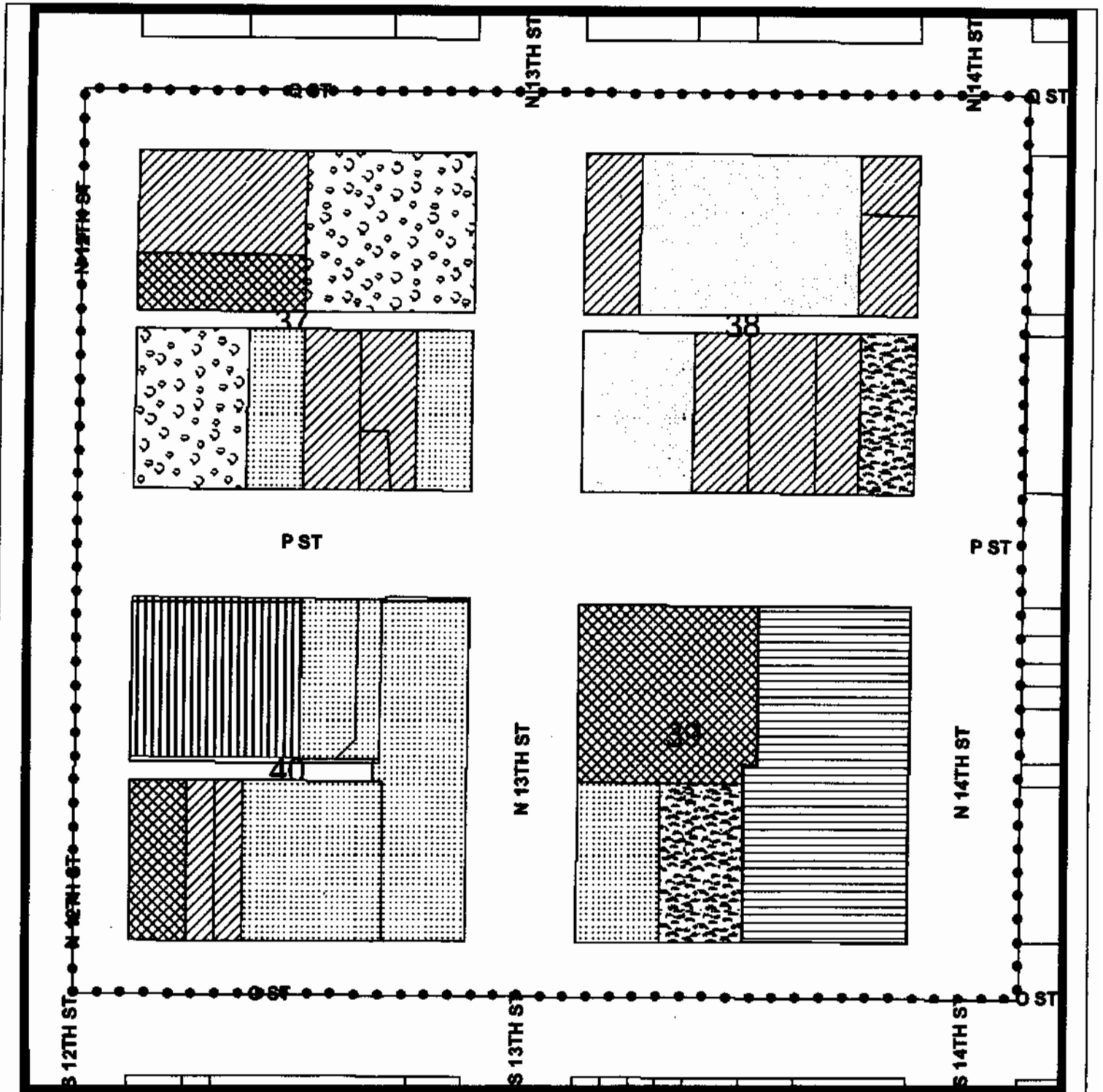


Exhibit IV - 133 Existing Land Use
QO1214 Downtown Plaza Redevelopment Project



- Integrates streetscape and landscape improvements in the project area with existing amenities
- Provides an additional festival / celebration site
- Supports downtown business recruitment efforts
- Enhance the security of downtown by providing a more pedestrian friendly, lighted environment
- Enhances the area's pedestrian friendly, street-level orientation.

2. Statutory elements

(A) Property Acquisition Relocation Demolition and Disposal

Accomplishing the QO1214 Downtown Plaza Redéveloppement Project will involve the assembly of properties on Block 38 and reconfiguration of the right of ways on 13th Street from O to Q Streets. These projects may involve acquisition, sales or reconveyances as provided by law and consistent with the plan. The City may acquire property for public infrastructure and other needs. Exhibit IV-134 identifies changes in the proposed uses in the project area.

(B) Population density

There are a total of 173 residential units in the project area today, all of which are located in mixed use buildings. These include the 54 unit Eagle Apartments at 228 N 12th, 66 units in the University Towers building at 128 N 13th (an additional 13 units of for sale housing are currently under construction in the upper floors of this building and will be marketed as University Sky Suites), and 40 units in the Centerstone Building, at 100 N 12th Street. All of these units will remain after implementation of the projects envisioned in this redevelopment plan amendment.

The development of the civic plaza may include the development of liner buildings which may include the construction of additional residential units. The mixed use parking garage may also include the construction of living units above the public parking facility. If residential development is included, population density will increase.

We anticipate these projects will be completed in 2008.

(C) Land Coverage and Building Density

Land coverage and building density will be altered with the implementation of this project. Several buildings on block 38 will be removed as part of these public improvements. The proposed civic plaza will require the demolition of the existing vacant Douglas 3 building at northeast corner of 13th and P (1300 P Street). The construction of the proposed mixed use parking garage will require the demolition of several existing buildings including the Starship Theater (1311 Q Street), the Taste of China restaurant (1349 Q Street) and Wasabi (239 N 14th

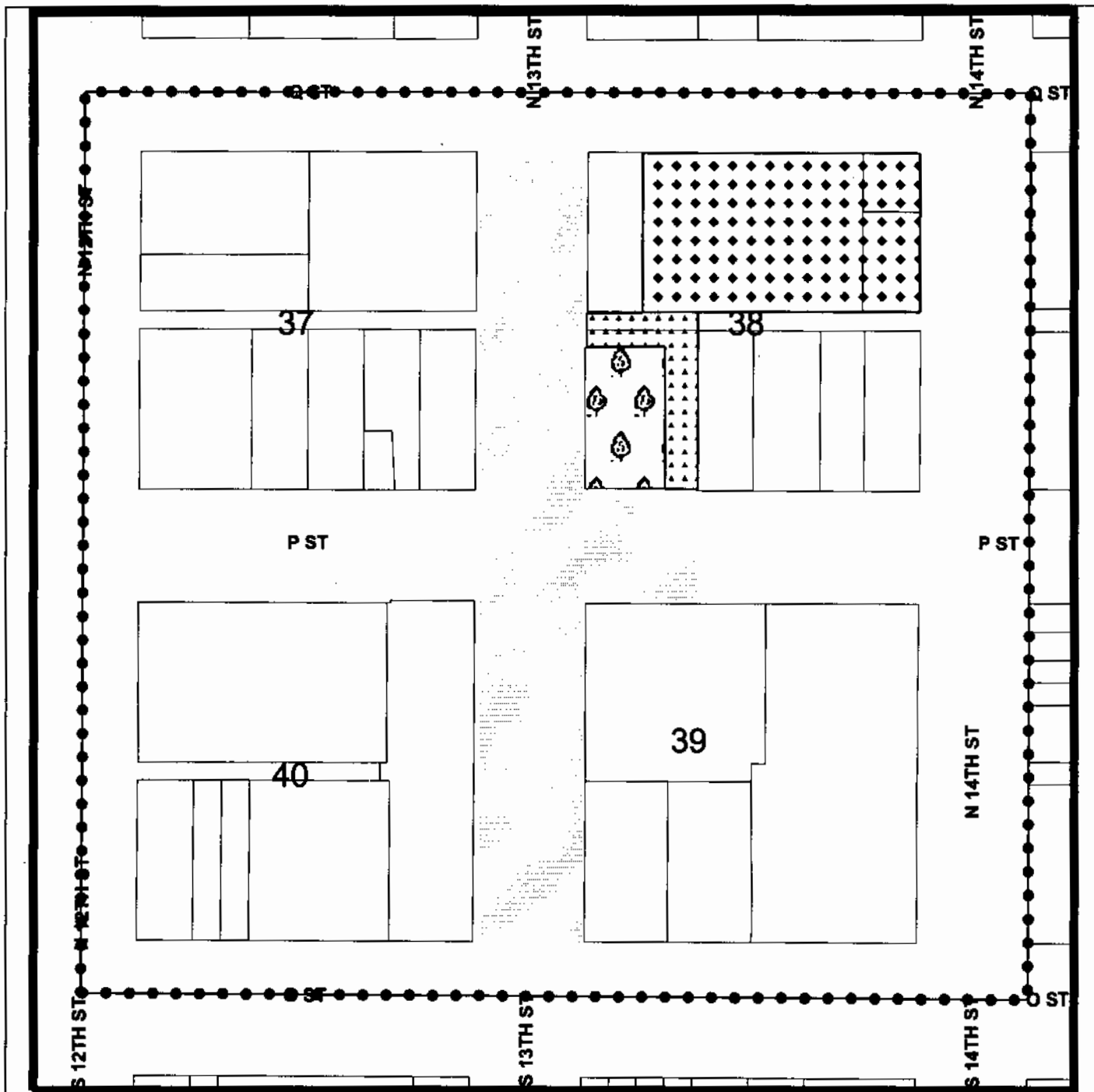


Exhibit IV - 134 Proposed Change in Uses from Existing Uses

QO1214 Downtown Plaza Redevelopment Project



QO1214 Project Boundary



Public Plaza



Mixed Use/Public Parking

Right-of-Way Improvements



Commercial/Residential

Lincoln Center
Redevelopment Plan

Map updated by City of Lincoln, UDD 4/06

1 inch equals 125 feet



Street). These one story buildings will be replaced with a minimum six story public parking garage with first floor commercial activity. Potential private sector above garage uses will also be explored via a request for proposals for private investment. All other existing buildings within the project area will remain. The changes in proposed uses are shown on Exhibit IV – 134.

(D) Traffic Flow, Street Layout and Street Grades

The existing street system within the project area will be changed as a result of this project. The Downtown Plaza project envisions narrowing 13th Street from Q to O from three lanes with angled parking to two lanes with on street parallel parking. This will allow for utilization of the resulting additional sidewalk space for larger scale civic events planned for the plaza area. The 13th Street ROW will remain at 100 feet in width. The mixed use parking garage may have entry and exiting requirements with access planned off of both Q and 14th Streets.

The east west alley on block 38 may also be altered by the development of a liner building on the western end of the existing alley.

Pedestrian amenities may be constructed in the right of way adjacent to both the proposed Block 38 public parking garage and along 13th Street in support of the civic plaza.

(E) Parking

Parking in the project area consists of covered 436 public parking stalls at the University Square facility on block 39 and 307 covered private parking stalls at Rampark garage on block 40. There are also 81 covered private parking stalls at the NRC building on block 37, however, these are reserved for employee use. Various on street parking configurations surrounds each block in the project area.

The recently completed East Downtown Parking Study found a current need for 600 additional parking spaces in this area of downtown. This redevelopment project envisions the creation of 400 - 600 additional public parking stalls on the north eastern portion of Block 38. Exhibit IV – 135 shows existing and proposed parking structures with capacities.

(F) Zoning, Building Codes and Ordinances

The area is located within the downtown B-4 business zone that allows for a wide range of uses including the mixed use developments that are being proposed. Exhibit IV- 136 show the existing zoning for the project area.

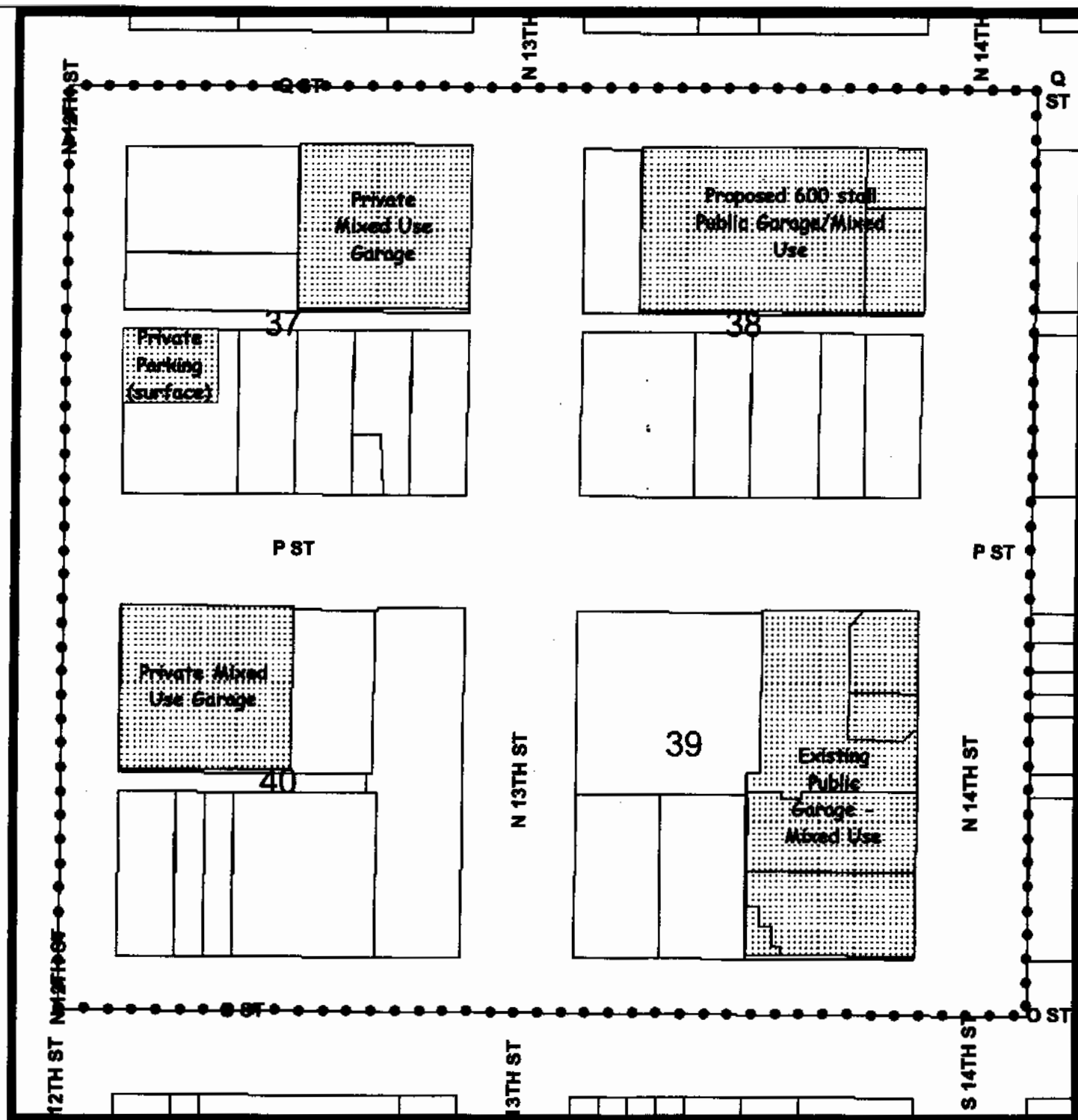


Exhibit IV - 135 Existing & Proposed Parking Structures

QO1214 Downtown Plaza Redevelopment Project



QO1214 Project Boundary



Existing/Proposed Parking

Lincoln Center
Redevelopment Plan

Map updated by City of Lincoln, UDD 02/06



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1 inch equals 125 feet

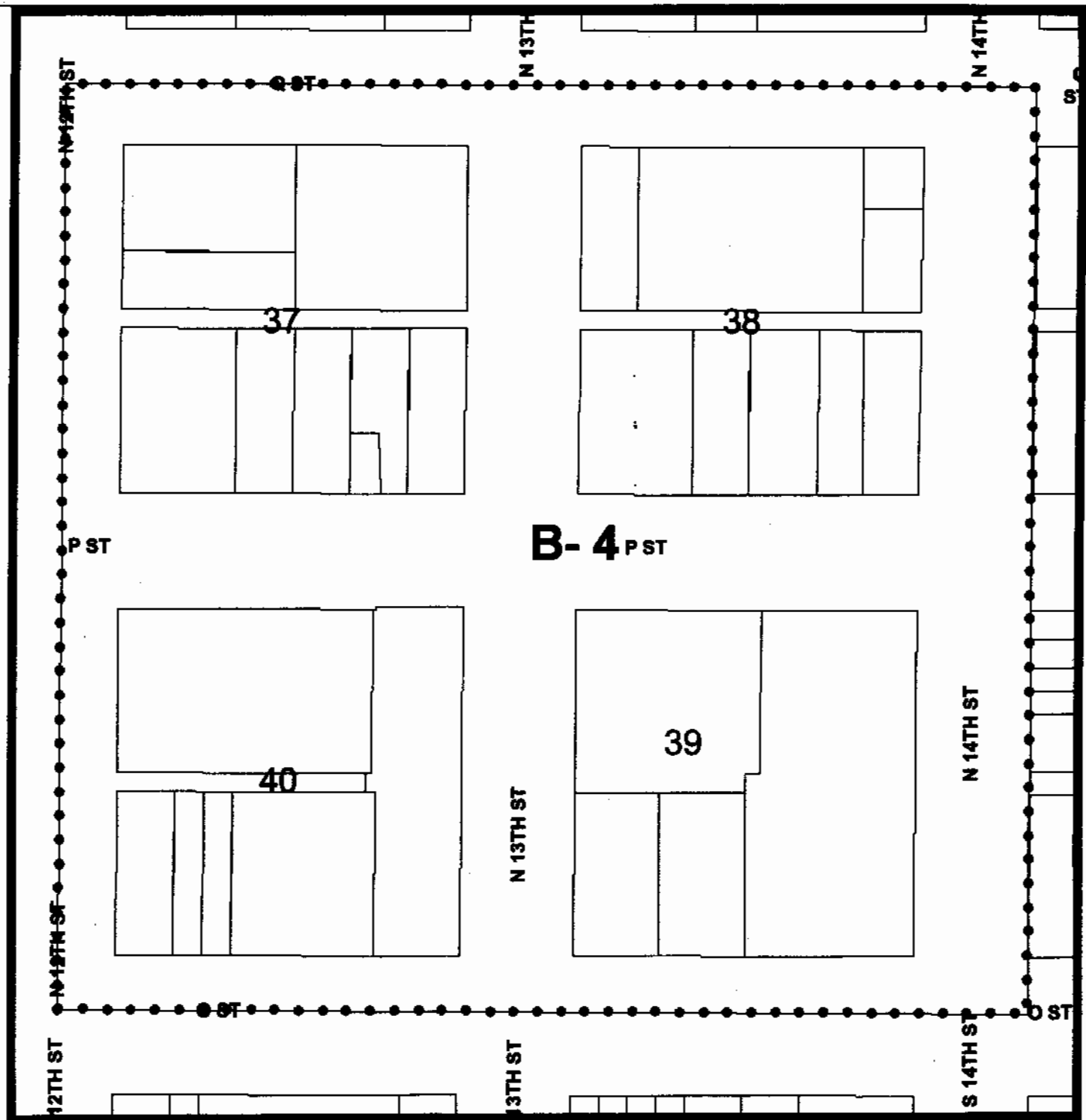


Exhibit IV - 136 Existing Zoning
QO1214 Downtown Plaza Redevelopment Project

 QO1214 Project Boundary

*Entire Project Area is zoned B-4

Zoning will remain unchanged as a result of this project, with the possible exception of a change in zone from B4 to P for the area included in the civic plaza. The International building code for the abatement of dangerous buildings, the International Building Code and their specific City amendments will properly protect the health, safety and welfare of the people. At this time, there are no contemplated changes in the City zoning laws or building codes to implement this project.

(G) Public Infrastructure

New infrastructure improvements are anticipated to be needed as a result of this project. These improvements may include alley and plaza improvements, new curbs, sidewalks, lighting, plant material, street furniture and other streetscape improvements on block 38 and relocating and upgrading utilities located in the alley of block 38 and along 13th Street from Q to O Streets. The City may also work with various developers to improve public utilities serving related developments.

(H) Cost Benefit Analysis

A cost-benefit analysis will be prepared and included as a part of the material that will be presented to City Council

3. Proposed Costs and Financing

The proposed public cost and financing of the QO1214 Downtown Plaza Redevelopment Project is identified below:

Mixed-Use Parking facility

- Estimated public cost of implementation of this mixed use parking facility project is \$8,300,000 - 12,000,000.
- Potential uses may include acquisition and demolition of existing properties, site remediation and preparation, utility relocation, streetscape enhancements, construction of public parking garage.
- Potential Sources include City Parking funds, Land Acquisition funds, Tax Increment Financing, General Fund expenditures, and developer contributions.

Civic Plaza/ Streetscape

- Estimated public cost of implementation of this plaza project is \$2,500,000.
- Potential uses may include acquisition and demolition of existing properties, site preparation and plaza / streetscape construction.
- Potential sources include Tax Increment Financing, developer contributions and private fundraising efforts.

Public Investment may assist in acquisition, demolition and site preparation / remediation, utility relocation and construction of a mixed use public parking facility at 14th and Q, demolition of building and plaza construction on 13th and P, and right of way improvements along 14th Street. The streetscape improvements could include sidewalk construction, curb and gutter construction, parking reconfiguration, installation of pedestrian lighting, benches, trash receptacles, signage and other street furniture and landscape enhancements.

These public improvements could generate up to \$50,000,000 in private redevelopment in this area. The type and amount of private investment will be determined once a request for proposals for private development proposals is issued, a developer of record is identified and a redevelopment agreement is negotiated.

4. Implementation Steps

Under Nebraska Community Development Law, the first step in redeveloping an area is for the City to declare the area blighted and substandard and in need of redevelopment / revitalization. The Lincoln City Council completed this first step by declaring the Downtown Area blighted on October 22, 1984, and affirmed by resolution on October 19, 1987, the area as "blighted and substandard." The City Council determined that private enterprise could not redevelop this area without the assistance provided by the Community Development Law (see Blight Resolutions, Appendix 1 and Appendix 9).

Implementation steps for the QO1214 Downtown Plaza Redevelopment Project:

- Negotiate acquisition agreements with the owners of the properties on block 38.
- Advertise for and review proposals to develop mixed use facilities as part of the parking garage construction.
- Acquire Civic Plaza site (1300 P Street), demolish building, prepare site for plaza development.
- Negotiate redevelopment agreements with selected developer(s) for mixed use parking garage and receive City Council approval of redevelopment agreements.
- Issue and sell Community Improvement Financing bonds or notes.
- Select architects and engineers pursuant to city standard practice to design streetscape improvements.
- Approve the streetscape improvement design.
- Competitively select primary contractor to construct public improvements.
- Construct public facilities and improvements